



Iowa Board of Parole

FY2012 Annual Report

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I. HIGHLIGHTS

- The membership changed in FY2012. Elizabeth Robinson and Clarence Key departed the Board through retirement and Ms. Kelley was appointed to Chair the Board replacing Ms. Robinson.
- The Executive Director and Chair positions were combined by legislation signed by the Governor during the FY Legislative season.
- The Board approved 1,325 work release applications and 4,015 paroles. There were 2,951 individuals on parole caseloads at the end of the fiscal year.
- 189 paroles were revoked during the fiscal year as a result of autorevocation proceedings with new Aggravated Misdemeanor or Felony charges. This represents a 4% decrease in new criminal convictions incurred by parolees compared to FY11.
- The Board continued its use of the ICN during FY12, saving on costly travel to conduct hearings.
- The Board continues to expand its list of registered victims, ensuring that victims are notified of parole, work release, and revocation hearings, and providing them the opportunity for input in the deliberative process. The total number of registered victims at the end of FY12 was 4,075 up 3% from FY11. The Board has a toll-free victim number to facilitate communications: 866-448-4611.
- The Board continued its use of the Parole Board Risk Assessment to assist with the decision-making process; 3,419 risk assessments were completed during FY12. The tool continues to assist the Board of Parole to better predict the public while not delaying releases for inmates who are good risks. The Board does note, however, that a new risk assessment tool that will more specifically predict violent recidivism would be useful and the strategic plan developed near the end of FY12 calls for the development of such a tool.
- In March 2012 the Board sought the assistance of an outside resource to assist with strategic planning. A Strategic Plan was developed that called for a number of changes and enhancements to the Board's operations. Enhancements identified by the Strategic Plan were immediately addressed to affect change quickly and efficiently. Projects that were immediately undertaken include designing and putting in place a plan to transition from the current two-computer system platform to a single computer system platform by developing a special Board of Parole application in ICON, development of a new risk assessment tool that predicts violence, evaluation and streamlining of the case review and interview processes, and other projects to enhance wise use of Iowa's resources and, especially, to enhance public safety.

II. MISSION STATEMENT

To enhance public safety by making informed parole decisions and to transition offenders back to the community

Objectives:

- Comprehensive and efficient consideration for parole and work release of offenders
- Return offenders back into the community through supervised conditional release
- Careful consideration of victim opinion concerning the release of offenders and prompt notification of victims of decisions
- Awareness of the serious impact that their decision may have on the offender, the victims and the community
- Timely research and analysis of issues critical to the performance of the Board of Parole
- Quality advice to the Governor in matters relating to Executive Clemency

III. AGENCY OVERVIEW

The Iowa Board of Parole consists of five members appointed by the Governor. The chairperson and vice-chair are full-time salaried members of the Board. Three members are on a per diem basis and all five members serve staggered, four-year terms.

Iowa law states that the membership of the Board must be of good character and judicious background, must include a member of a minority group, may include a person ordained or designated a regular leader of a religious community and who is knowledgeable in correctional procedures and issues, and must meet at least two of the following three requirements:

1. Contain one member who is a disinterested layperson;
2. Contain one member who is an attorney licensed to practice law in this state and who is knowledgeable in correctional procedures and issues;
3. Contain one member who is a person holding at least a master's degree in social work or counseling and guidance and who is knowledgeable in correctional procedures and issues.

IV. BOARD OF PAROLE MEMBERSHIP

- **ELIZABETH ROBINSON.** Chairwoman, Davenport. Ms. Robinson was appointed to the Board in November 1994 by Governor Terry Branstad and appointed Chairperson in October 2001 by Governor Thomas J. Vilsack after having previously served as the Vice-Chairperson and Administrative Law Judge for the Department of Corrections. She also

served on the Iowa Prisoner Minority Over-Representation Task Force in 1999 and again in 2007. Robinson worked for the City of Shreveport, Louisiana, as an Administrative Assistant and Records Specialist for the Police Department. She is a member of the Minority Chamber of Commerce, where she served as Treasurer, the Iowa Invests Mentor Program, the Juvenile Justice Committee, Big Sisters, and United Way. She has also been selected to serve on the Iowa Board of the Treatment of Sexual Abusers, the Criminal and Juvenile Justice Planning Council, the Iowa Organization for Victim Assistance, Association of Paroling Authorities International (APAI) professional development committee, and in 2007 appointed by the President of APAI, to serve on the committee to re-write its Constitution and By-Laws. Appointed in 2007 by the Governor to serve on the study committee “Criminal Code Reorganization” for the State of Iowa, she is also a member of The American Correctional Association, a member of the U.S. Department of Justice Reentry Courts, and has been an active member of the Association of Paroling Authorities International since 1994. In 2008 she was elected Treasurer and serves on the Executive Committee for APAI. Robinson was awarded the “President Award” for the re-write of APAI constitution and by-laws in 2008. She has a degree in Applied Sciences from Southern University at Shreveport and a degree in Business Administration/Accounting from Commercial Business College in Alexandria, Louisiana. She has continued her education in the criminal justice field, being certified in 2002 as a criminal justice specialist, with yearly re-certification by the American College of Forensic Counselors. She has also studied social work and criminal justice at Kentucky university. Chairperson Robinson retired as Administrator with the Scott County Decategorization Program in 1999, which is part of the Department of Human Resources and the Child Abuse Council. She also received a commendation from the Department of Defense as a “Patriotic Employer” in 2008.

- **Doris Kelley, Waterloo.** Doris Kelley was appointed to the Board in January 2011. She is an independent consultant who works with communities throughout the United States. Ms. Kelley has served as the Utilities legislative liaison, playing a key role in securing legislators’ support for amending Iowa’s open meetings and open records laws. In addition, she was a marketing consultant for the Cedar Valley Economic Development Corporation. In 2007, Kelley was elected to the Iowa House of Representatives, where she served four years. While serving as a State Representative, Kelley was assigned to the Commerce, Education, Ways and Means, and Economic Growth Committees. She was Vice Chair of the Administration and Regulation Appropriations Subcommittee and the Transportation Committee. Ms. Kelley currently serves the chair of the Waterloo Telecommunications Utility Board of Trustees, and is a former member of the National Conference of State Legislators’ Communications, Financial Services & Interstate Commerce Committee and the Electronic Health Records System Task Force and an ex officio member of the Iowa Comprehensive Health Association Board of Directors. She

is a member of the Iowa Statewide Parent Information Resource Center Board of Directors. She has received numerous recognition awards in her professional career including Who's Who of Information Technology, the Iowa Governor's Volunteer Award for downtown economic development, Iowa Association of Municipal Utilities 2010 Public Service Award, 2010 Cedar Valley Woman of the Year, Iowa Bankers Association 2008 Legislator of the Year, Associated Builders and Contractors (Iowa Chapter) 2009 Free Enterprise Champion, and the Iowa Associated General Contractors of Iowa 2010 Outstanding Service Award.

- **Nancy Boyd**, Des Moines. Ms. Boyd was appointed to the Board in May 2009. She holds a B.A. degree, *cum laude*, from Clarke College and a J.D. degree from University of Iowa. Ms. Boyd has the distinction of pursuing major parts of her professional legal career in capacities within all three branches of state government in Iowa, as well as working for the private sector in a business-oriented law firm. The process and politics of state government policy-making became quite clear to her during her five years as a state legislator from eastern Iowa and her service as an administrative assistant to Governor Robert D. Ray. The details and context of the law were emphasized during her five years on the Supreme Court as a law clerk to Justice Warren J. Rees and as Executive Assistant to Chief Justice W. W. Reynoldson. Ms. Boyd also served as an Iowa Assistant Attorney General in the Criminal Appeals Division as well as an Administrative Assistant to the Commissioner of the Department of Human Services. During Ms. Boyd's years of service as a Commissioner on the Iowa Utilities Board, she learned firsthand the issues of administrative adjudication and administrative rules as she made significant decisions as part of the Board that affected every Iowan and every business. From 1997-2009, Ms. Boyd was part of the legislative lobbying team at Brown Winnick Law Firm in Des Moines, Iowa, with a full time presence in the Iowa State capitol during legislative session representing multiple business and agribusiness clients. She also did considerable administrative work before the Iowa Utilities Board in energy and telecommunications issues.
- **James Felker**, Hiawatha. Mr. Felker was appointed to the Board in January 2011. He holds a Bachelor's Degree in Criminal Justice and a Master's Degree in Rehabilitation Counseling, Psychology from the University of Iowa. He was employed for more than 35 years with the Iowa Department of Corrections where he played a major role in developing Iowa's first offender classification system. He served as the DOC Classification Manager for 25 years and was responsible for directing offender classification activities at the Department of Corrections' Reception Center (IMCC). He also served as the liaison between the Department of Corrections and the Attorney General's Office for matters related to sex offender civil commitment. MR. Felker is a member of the American Corrections Association and Iowa Corrections Association.

- **W. Thomas Phillips**, Waukee. Mr. Phillips was appointed to the Board in January 2011. HE is a Consultant with TCP Inc., a business providing services to educational and non-profit organizations. He served as Director Community Investment with Pioneer Hi-Bred/DuPont in 1993, retiring in 2006. In this role, he managed all charitable, volunteer and community-related programs on behalf of Pioneer/DuPont. Before joining Pioneer, he worked for the Quaker Oats Company in Chicago, Illinois. During his 20 years with Quaker, he worked in various sales and managerial positions. He was the vice president of external affairs and executive director of the Quaker Foundation when accepted his position at Pioneer. Mr. Phillips earned a Bachelor of Arts degree in business from the University of Northern Iowa in 1966 and a Master of Arts degree in Business Education from Drake University in 202. HE completed the Senior Management Program at Northeastern University in 1987 and the Advanced Management Program at Harvard Graduate School of Management in 1988. Mr. Phillips currently serves as a board member for the Joshua Christian Academy and Iowa African American Museum. In the past, Mr. Phillips has served as a member of the board of directors for the University of Northern Iowa Foundation, Pioneers in Education, and the United Way of Chicago, the Executive Leadership Council, the Institute for Character Development, and a number of other not-for-profit organizations. In 2000, Mr. Phillips received the Iowa Commission on volunteer Service award; ini 2004 the Humanitarian Award from the NAACP-Ames, Iowa branch also the Lifetime Achievement in Philanthropy Award from the National Center for Black Philanthropy. He was honored with the Des Moines Business Record's Minority Business Leader of the Year in 2005. Mr. Phillips was honoree for the Des Moines University Glanton Scholarship Dinner and inducted into the Iowa African American Hall of Fame in 2006.

BOARD STAFF

Clarence Key, Jr., Executive Director
 Daren Jacques, Administrative Law Judge II
 James Twedt, Administrative Law Judge I
 Lori Rankin, Parole Liaison Officer
 Diane Jay, Statistical Research Analyst II
 Sarah Harms, Administrative Secretary/Victim Coordinator
 Andrea Muelhaupt, Parole Liaison Officer
 Deanna Chumbley, Clerk

V. BOARD RESPONSIBILITIES

Inmate Reviews and Interviews. By law, the Board systematically reviews the status of each person committed to the custody of the Director of the Iowa Department of Corrections and considers the person's prospects for parole or work release. The Board reviews at least annually the status of person other than Class A felons, Class B felons serving time under the 70% law, felons serving mandatory minimum sentences, and those serving determinate sentences. The Board also provide the person written notice of its parole or work release decision.

Not less than twenty days prior to conducting a hearing at which the Board interviews the person, the Board notifies the Department of Corrections regarding the interview schedule. The Department then makes the person available to the Board at his or her institutional residence.

Risk Assessment. The Board has used offender risk assessment since March, 1981. Its use has enabled the Board to increase paroles while maintaining a high degree of public safety. An offender is rated on a scale from one to nine. In order to be granted parole, those receiving a parole risk score of one through six require three affirmative votes from the Board, a seven or eight requires four votes; and a risk score of nine requires all five votes.

Victim Notification. The Board notifies registered victims of violent crimes of upcoming interviews with identified offenders and of decision made at those interviews. The victim or appointed counsel has the right to attend the interviews and testify. In addition, all written communications from victims become a permanent part of offenders' files.

Parole. The Board is empowered to grant, rescind, and revoke parole, as well as discharge offenders from parole. The Board decides the conditions of parole, which may be supplemented by the supervising Judicial District.

Work Release. The Board is empowered to grant or rescind work release. Work release periods are approximately six months, but may be adjusted through Board action.

Review of Parole and Work Release Programs. The Board is required to review parole and work release programs being instituted or considered nationwide and determine which programs may be useful for Iowa. Each year the Board also reviews current parole and work release programs and procedures used in the State of Iowa.

Release Studies. The Board is required to conduct studies of the parole and work release system as requested by the Governor and the General Assembly. The Board has fulfilled this responsibility in recent years by conducting recidivism studies of inmates released in FY90, FY96, FY98, and FY00. Returns to prison have been monitored yearly since FY98.

Review of Computer System. The Board is required to increase utilization of data processing and computerization to assist in the orderly operation of the parole and work release system.

The Board has joined the Department of Corrections in using the ICON system, which became operational in DOC institutions after 2004, along with IPAROLE.

Special Sentence. In 2005 legislation was enacted that established ten-year and lifetime post-release supervision for sex offenders. A person convicted of a class B or C Felony (903B.1) are committed to the custody of the director of the Iowa Department of Corrections, with supervision as if on parole, for the rest of their life. Those convicted of a misdemeanor or Class D Felony (903B.2) are committed for a period of ten years. Special sentence paroles may include offenders incarcerated in prison, probationers, offenders serving jail time, and offenders participating in community service programs.

VI. STRATEGIC PLANNING

In March, 2012 the Board undertook a Strategic Planning session where the Board focused on developing a plan for the future. The Board identified the following areas to focus upon for the upcoming fiscal year:

- Workload mitigation
- Wise Use of Iowa's resources
- Collaboration, knowledge development, and exchange with partners
- Vision, mission and desired outcomes of the Board.
- Release conditions

Workload Mitigation:

Workload mitigation was determined to be a crucial step in the Board's future in order to be efficient with the resources available and to be fiscally responsible. Workload mitigation will come from the migration away from the two computer system platform used throughout FY12 to a single computer platform, re-engineering the annual review process, exploring current practices of case review, cross training staff and revamping the interview process.

The focus of workload mitigation is on the transition from a two computer system platform of operation to a single system platform. The Board continued to use IPAROLE throughout FY 2012 while the Department of Corrections uses ICON for all offender management. The move to ICON will allow the Board to operate a nearly paperless system thus reducing costs in everything from staff utilization to paper and supply costs.

Wise Use of Iowa's Resources:

Reducing workload in addition to reviewing and streamlining the decision making process will help the board ensure that Iowa's resources are used as wisely as possible. In prior years the average length of stay increased and the numbers of sentence discharges increased. The result was a steady increase in the total prison population to record numbers in excess of 9,000 inmates. Iowa's capacity is slightly in excess of 7,200. The prison population,

therefore, was reaching levels that affected the safety of the institutions and increased the cost of incarceration. The Board, therefore, determined that a careful review of its decision making practices, programming requirements and wise use community based corrections resources would improve the utilization of Iowa's resources. It has been shown in various studies and statistical analyses that supervised release correlates with improved success of offenders upon re-entry.

Collaboration, Knowledge Development, and Exchange with Partners:

The Board of Parole is committed to utilizing evidence-based practices and incorporating the wisdom of stakeholders in its business. Making good parole and work release decisions depends heavily on a number of factors including the input of Department of Corrections personnel who are directly involved with the offender. The Board utilizes risk assessment tools to assist with its decisions and is committed to exploring new or better ways to utilized assessment tools.

The racial disproportionality of offenders is of concern to the Board of Parole. The Board is committed to identifying sources of the disproportionality and seeking ways to address the problem.

Vision, Mission, and Desired Outcomes of the Board:

The Board's strategic plan specifically calls for the creation of guiding principles. The guiding principles should express the values and goals the Board is seeking in its work—emanating from the statute, the current concerns about resources and workload, and the values members bring to their work regarding community safety, respecting the interest of victims, proportionate punishment and eliminating disproportionate representation of minorities in the correctional system.

Release Conditions

In an effort to reduce workload and streamline the Board's processes, the Board is evaluating the current practice of setting and lifting conditions for offenders on parole and work release. Supervised release has been shown to significantly improve an offender's success upon re-entry and the imposition of conditions is essential to the parole system. The imposed conditions are designed to facilitate an offender's success and, periodically, need reviewing and amending in order to allow an offender to take advantage of an opportunity or to gradually release the offender to life without supervision.

VII. IOWA TELECOMMUNICATIONS NETWORK

On July 14, 1994, the Board began to make use of the new Iowa Communications Network (ICN) to manage the State's prison population more effectively and efficiently. The ICN is a statewide two-way full motion fiber optic communication network that uses modern technology to connect points throughout all of Iowa's ninety-nine counties. This network facilitates a variety of Board functions including parole interviews, registered victim input, and parole revocation hearings. Further, the ICN has allowed criminal justice students and the public to observe actual interviews of inmates being considered for parole or work release.

Iowa is the first state in the Nation to use its fiber optics system for monthly parole interviews. Since its initial use of the system in July of 1994 the Board experience few difficulties with the ICN; the benefits (i.e. cost effectiveness, reduced travel time and its ease of use) have generated positive reactions from the Board, the media, the public and other states. Inmates and family members have also expressed support for participation in the interview process via the ICN.

With the completion of its own classroom in October, 1995, the Board greatly increased its use of the ICN in the parole process. The Board no longer needs to prepare volumes of inmate files for transport to an ICN classroom; files are reviewed from the Board's conference room. Thus, transportation and security concerns regarding inmate files have been greatly reduced.

Prior to ICN, victims desiring input were required to travel to distant institutions, were subjected to a rigorous security check, and were possibly seated in the same room as the inmate's family and friends. With the creation of the Board's TeleVictim Program, a registered victim is notified of the intended release hearing and is directed to an ICN site near the victim's home. The victim travel to the local site, provides input, and returns home. The process often requires a few minutes instead of many hours under the old process. Further, the ICN separates victims from inmates, families, and friends and helps defuse potentially tense situations. The incorporation of the registered victim input process via the ICN continues to be a model for parole board interactions with registered victims.

The Board plans to continue its use of the ICN and other technological advances as they become available. Continued use of technology, evidence-based practices and continuous evaluation of processes will assist the Board in its primary goal to protect the public from serious crime and to manage the state's prison population.

VIII. PAROLE REVOCATION

The parole revocation process begins with the receipt of a parole officer's violation report form. The alleged violator is subsequently notified to appear before an Administrative Law Judge (ALJ) for a parole revocation hearing. The ALJ determines whether or not the parolee is in violation of terms of the parole agreement. If the Judge finds that a parole violation has occurred, one of the following sanctions may be imposed:

- Re-instatement of parole with credit for jail time served;
- Re-instatement of parole with additional conditions imposed (including transfer to Intensive Parole Supervision);
- Diversion to an appropriate treatment program;
- Placement in the Phoenix Program;
- Revocation of parole and transfer to a work release program;
- Revocation of parole and return to prison.

Pursuant to Iowa Code Section 908.10 and 908.10A, the Board's Administrative Law Judges do not hear cases involving parolees' convictions and sentences for new felony and aggravated misdemeanor offenses. In the event a parolee is convicted and sentenced for a felony or aggravated misdemeanor offense while on parole, the parole is deemed revoked as of the date of the commission of the new offense. While no parole revocation hearing is conducted for an automatic revocation, an ALJ is required to process the judgment and sentence on the new conviction and notify the parolee of the revocation. Throughout this report automatic revocations are included in the number of revocation hearings, in order to reflect the workload of ALJ's.

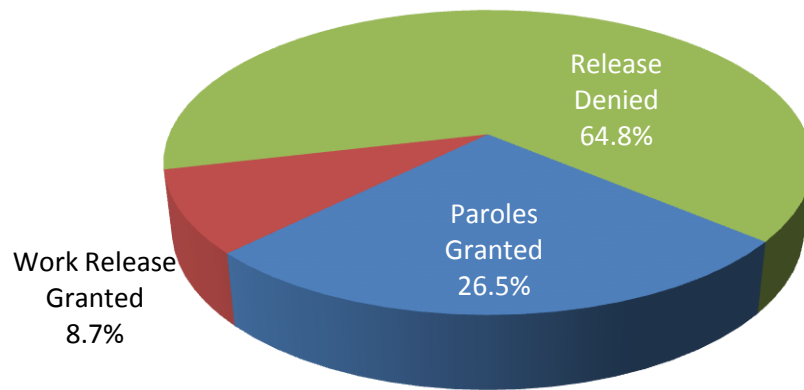
IX. VICTIM SERVICES

The Parole Board recognizes the special place that victims occupy as unwilling participants in some of the most violent episodes of the criminal justice system. The Board believes that this special place entitles victims to certain rights and privileges and that victims have special insight into the crimes committed by individuals that the Board considers for parole and work release. The Board believes that this insight demands victims' participation in the parole process; participation that should be as painless as possible.

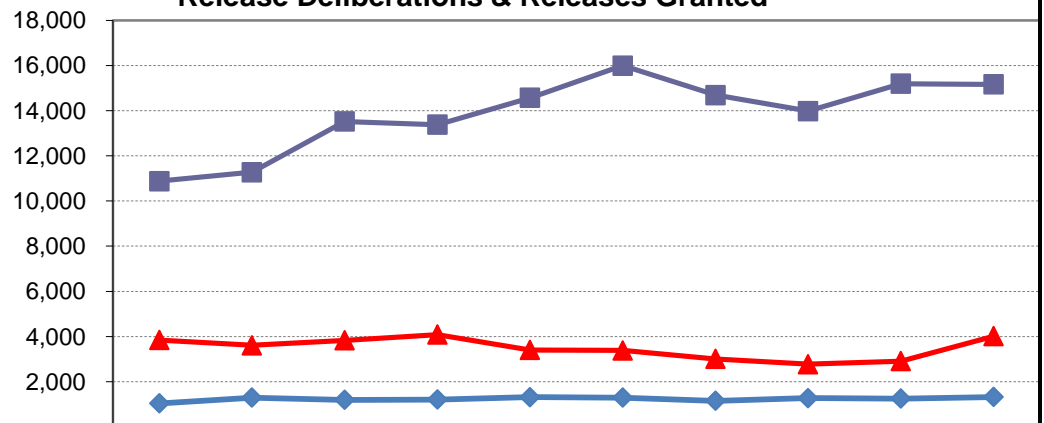
X. FY2012 WORKLOAD, TRENDS & RESULTS

Table 1. Performance Summary FY2011 & FY2012			
	FY2011	FY2012	% Change
RELEASE DELIBERATIONS			
INMATE INTERVIEWS	2,505	2,587	3.3%
Paroles Granted	656	707	7.8%
Work Release Granted	315	283	-10.2%
CASE REVIEWS	12,686	12,577	-0.9%
Paroles Granted	2,253	3,308	46.8%
Work Release Granted	939	1,042	11.0%
TOTAL RELEASE DELIBERATIONS	15,191	15,164	-0.2%
REVOICATIONS/RESCISSIONS			
PAROLE REVOCATION HEARINGS	1,324	1,280	-3.3%
Paroles Revoked	1,016	805	-20.8%
Automatic Revocations	197	189	-4.1%
PAROLE RESCISSION REVIEWS			
Paroles Rescinded	172	217	26.2%
WORK RELEASE RESCISSION REVIEWS			
Work Release Rescinded	N.A.	96	---
EXECUTIVE CLEMENCY			
LIFER REVIEWS/REPRIEVES	45	0	-100.0%
Commutations/Reprieves Recommended	14	0	-100.0%
PARDONS	43	28	-34.9%
Pardons Recommended	14	8	-42.9%
RESTORATION OF CITIZENSHIP	11	38	245.5%
Restorations Recommended	11	17	54.5%
TOTAL EXECUTIVE CLEMENCY REVIEWS	99	66	-33.3%
OTHER DECISIONS			
Inmate Board Decision Appeals Denied	942	593	-37.0%
Inmate Board Decision Appeals Modified	24	18	-25.0%
Parole to Discharge	46	102	121.7%
OTHER BOARD WORK			
Risk Assessments Completed	3,430	3,419	-0.3%
Registered Victims at Yearend	3,953	4,075	3.1%
Victim Registration Requests	548	562	2.6%
Victim Registration Approved	465	467	0.4%
Victim Notices Mailed	2,263	2,343	3.5%

FY2012 Release Deliberations: Outcomes

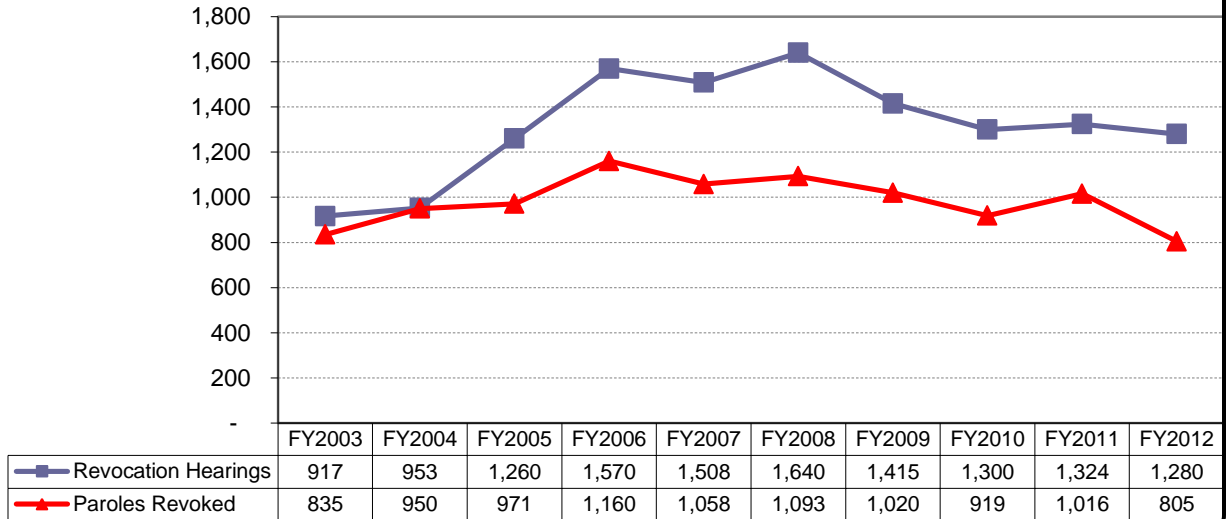


Release Deliberations & Releases Granted



	FY2003	FY2004	FY2005	FY2006	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012
Deliberations	10,877	11,272	13,518	13,377	14,571	15,995	14,686	13,977	15,191	15,164
Paroles Granted	3,846	3,611	3,827	4,087	3,408	3,383	3,012	2,778	2,909	4,015
Work Release Granted	1,037	1,292	1,197	1,212	1,314	1,296	1,154	1,270	1,254	1,325

Parole Revocation Hearings & Revocations



Registered Victims & Notices Mailed

